S. HRG. 98-1101

SCHOOL FACILITIES CHILD CARE ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

S. 1531

TO ENCOURAGE THE USE OF PUBLIC SCHOOL FACILITIES BEFORE AND AFTER SCHOOL HOURS FOR THE CARE OF SCHOOL-AGE CHILDREN AND FOR OTHER PURPOSES

APRIL 27, 1984

SEMINOLE, FL

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE

39-370 0 WASHINGTON : 1984

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SCHOOL FACILITIES CHILD CARE ACT

FRIDAY, APRIL 27, 1984

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Seminole, FL.

The subcommittee met at 10:10 a.m., in the Osceola High School Auditorium, Seminole, FL, Senator Paula Hawkins presiding.

Present: Senator Hawkins.

OPENING STATEMENT OF SENATOR HAWKINS

Senator HAWKINS. Good morning. I am Paula Hawkins. I am pleased to be with you today and call to order today's congressional hearing on the issue of school-aged child care. This hearing is being held by the Senate Labor and Human Resources Subcommittee on Education to consider Senate bill 1531, the School Facilities Child Care Act, and to explore the role that the Federal Government can play in encouraging the development of school-aged child care programs.

While exact statistics are not available, it is known that 60 percent of school-aged children had a mother in the work force today. Many of these children are called latchkey children, that is, children who are left alone after school and responsible for their own care. Traditionally, private and public child care programs have concentrated on addressing the needs of the preschool child to the exclusion of the school-aged child. Often entry of a child into kindergarten signals a mother's reentry into the work force or the end of child care arrangements. But a 5-year-old or a 10-year-old or 13-year-old child is not yet an adult, and this responsibility is often more than children are capable of handling. This lack of supervision can place the child at risk, at the risk of psychological problems, disciplinary problems, academic problems, and perhaps most tragically, accidents, or sexual victimization.

Fortunately, in many communities the parents, schools, churches, social agencies, and child care providers are working together today to develop programs to meet the needs of working parents and their school-aged child.

I have chosen Pinellas County as a site for this field hearing on this issue of school-age child care because Pinellas County boasts not only the largest school-aged child care program in the United States, but probably the best. This exemplary program has been achieved because of the unique spirit of cooperation and community service that exists in Pinellas County.

Back in 1975, a group of dedicated individuals banded together to document the need for child care programs for school-aged children in Pinellas County. Their survey indicated that over 5,000 children were in need of before or after school child care programs, and that meant that up to one-fourth of the student population age 5 to 12 in the county were potentially in need of latchkey or after school care. This group of dedicated individuals decided to do something about that situation. Starting with an original nest egg of only $27.90—but with a great deal of support from the Pinellas County school system, the Juvenile Welfare Board and the First United Methodist Church of St. Petersburg, they were able to open their first two programs in 1976. Today they have 12 programs serving over 1,000 children on a daily basis and over 3,000 children in the summer. Although this is a great achievement, they regard it as only a beginning because they feel they have only begun to serve the continually growing need for school-aged child care services.

Representatives from this original coalition, Linda Morlock and Jean Cook of the Latchkey Services for Children, Joe Mills of the Juvenile Welfare Board, Dr. Fred Hoffman, assistant superintendent of Schools for Pinellas County and Rita Clark of the Florida Department of Health and Rehabilitative Services, will all be testifying here today. They will explain how they were able to establish a school-aged child care program, how other communities can learn from their experience, and also testifying will be Katie Keene, formally the Florida president of the Florida Parent Teachers Association, Edith Bayliss of Lakeland, who represents Campfire, and Judge Hugh Glickstein is with us representing the American Bar Association.

All of these individuals are dedicated to ensuring the welfare and safekeeping of our children, and they are working together to provide programs for school-aged children.

Senator Pell, who is the ranking minority member of the Education Committee, has asked that a statement of his be entered into the record, and I will do that at this time.

Senator Riegle also called me last night, said this is an interest close to his heart, but he could not be with us today because of a family conflict. But he has a statement also for the record and will participate in the future.

[The prepared statements of Senators Pell and Riegle follow:]

STATEMENT OF SENATOR CLAIBORNE PELL AT THE HEARING OF THE SENATE SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES ON THE SCHOOL FACILITIES CHILD CARE ACT APRIL 26, 1984

I would like to begin by thanking Senator Hawkins for holding this morning's hearing on the School Facilities Child Care Act, S. 1531. Senator Hawkins's concern for this issue is impressive, and I would like to thank her for her support of this legislation. I am proud to be one of the original sponsors of the School Facilities Child Care Act, and I am especially grateful to Senator Stafford for approving today's hearing.

I am particularly hopeful that this hearing will heighten the growing national awareness of the need to provide after school care facilities for "latchkey children". The magnitude of this problem is frightening indeed. It is estimated that there are between two and six million school-aged children left unattended during before and after school hours. Studies of latchkey children conducted by the School of Education at Catholic University show that this has a dramatic psychological impact on a child. Evidence has shown that children left unattended experience tremendous levels of fear and loneliness. The absence of an adult presence further effects the physical safety of children, leaving them extremely susceptible to serious accidents. Sadly, six thousand children between the ages of 5 and 14 die in accidents every year, including 1000 who die as a result of fires. In almost all of these situations, no adult was present.

Our society has changed dramatically in the last twenty years. Many families now consist of only a single parent. Women are today a strong and ever-growing part of the labor force. Families are increasingly reliant on two incomes, and simply cannot

afford to have one parent stay home with the children. These socio-economic trends have created problems with respect to the care of children which have yet to be met by our society. Parents do not chose to leave their children unattended, but they are simply left with no alternative. Currently, only slightly more than 100 of the 15,000 public school systems nationwide provide some sort of child care during after school hours. Most existing child care programs serve children of pre-school age and are not equipped to deal with school-aged children.

Clearly, we at the Federal level have a vital lead role to play in addressing what is a growing national problem. The School Facilities Child Care Act provides that Federal leadership. It will serve as a catalyst, bringing attention to bear on the inexpensive and efficient partnerships that can be built between schools, parents and nonprofit daycare providers in securing after-school care for our children.

This legislation authorizes $15 million for before and after-school child care programs conducted in public school facilities, which will be administered by the Department of Health and Human Services. This legislation further provides for a National Clearinghouse on School Age Child Care to offer information and technical assistance for the operation of these programs.

The School Facilities Child Care Act now has nineteen co-sponsors in the Senate. Congresswoman Shroeder is to be commended for her leadership on this issue in the House, and for introducing similar legislation, H.R. 3978.

I am eager to carefully review the testimony of the witnesses

at today's hearing, and to learn their perception of the magnitude of the problem of the unattended child. In my home state of Rhode Island, a very successful pilot program has operated for two years in South Kingstown. Unfortunately, this program has had to turn away a large number of applicants because of fiscal constraints. There is a much greater need than this program can meet with its present resources, which I believe is a similar problem with other such programs in the country. I am hopeful that we will enact the School Facilities Child Care Act so that we can start the process of providing after-school care programs for all children in need nationwide. Again, I would like to thank Senator Hawkins for providing this forum to examine this issue in greater depth.

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TESTIMONY OF
SENATOR DONALD W. RIEGLE, JR.

SUBMITTED TO
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES
CONCERNING

S. 1531--THE SCHOOL FACILITIES CHILD CARE ACT

April 27, 1984

I appreciate the opportunity to testify before the Subcommittee on Education, Arts, and Humanities regarding children in self care, the so called "latchkey" children. I commend Senator Hawkins and the Subcommittee for your interest in this issue, and S. 1531, the School Facilities Child Care Act, which seeks to address the problems facing children in self care through the use of existing public schools.

The dramatic increase in two working parent families and working single heads of households has left millions of children without adult company for significant periods of time each day and has created a national need for child care for children of all ages. Undoubtedly, the overriding force behind this need is the increasing participation of women in the American workforce, at greater numbers than at any time in our history. According the U.S. Civil Rights Commission, "between 1950 and 1980 the labor force participation rate for wives with children under eighteen increased from 18 percent to 54 percent". Estimates also project that by the year 2000, 72 percent of women will be working. Naturally, as more and more women leave the traditional child rearing role of the family and enter the workforce, the demand for child care services will also increase.

In 1981, 15 million children between the ages of six and thirteen had mothers in the workforce. This represents nearly 66 percent of all mothers with children between these ages. Additionally, 79 percent of working mothers with school-age children work full time.

Estimates also suggest that 50 percent of all children will spend some part of their childhood in a single parent household, and for these children and their parents, the need for child care may be, in fact, the greatest. The U.S. Bureau of Census statistics tell us that 20 percent of all children, 12.6 million, lived in single parent households in 1981, and ninety percent of the parents were mothers. By 1990, at least half of all preschool children, 11.5 million, will have mothers in the workforce, as will 60 percent of all school-age children.

Whether married or single, many women work because of economic necessity. Among working married women, 27 percent have husbands who earn less than $10,000, 51 percent have husbands who earn less than $15,000, and 73 percent have husbands who earn less than $20,000. The average income for a single mother in 1981 was less than $9,500.

Recent studies have also recorded an increase in the number of women living in poverty. The U.S. Bureau of Census reports that two of every three poor adults in the

United States are women. In addition, nearly half of all poor people in this country live in female headed households. Twenty years ago only one forth did. Clearly, any child care policy must work to assure that child care services are affordable and accessible to the majority of American women.

In April of 1984, the Children's Defense Fund (CDF) presented testimony to the Joint Economic Committee on working women and child care and the need for affordable child care. According to CDF, the average cost of child care is sufficiently high that it prohibits those who need child care the most from obtaining it.

AVERAGE CHILD CARE COSTS

Infant (under 2 years)	
-- group or center:	$3,000 - $5,000 per year
--family day care:	$1,800 - $3,500 per year
Child (3 to 5 years)	
--group or center:	$2,200 - $3,200 per year
--family day care:	$1,200 - $2,200 per year
Child (school-age)	
--$10 to $50 per week	

(Source: Children's Defense Fund: Testimony before the Joint Economic Committee; April 3, 1984)

A survey conducted by the U.S. Bureau of Census in June of 1982 reported that 26 percent of mothers, who were not working with children under five said they would seek

employment if affordable child care were available. For many women, the lack of affordable child care represents a barrier to equal opportunity in the labor force and in educational achievement. In their report A Growing Crisis: Disadvantaged Women and Their Children, the U.S. Civil Rights Commission makes the same argument and adds that "educational and employment opportunities that women cannot pursue due to inadequate child care are opportunities effectively denied".

The Federal government has maintained a hodge-podge of child care programs directed at preschool children, but lacks a centralized child care policy. Unfortunately, like other domestic programs, their funding has been reduced or eliminated since 1981. In December of 1983, the Children's Defense Fund (CDF) submitted testimony to the Senate Committee on Labor and Human Resources that effectively chronicles these cuts. The CDF Testimony states:

> The United States has always had a patchwork child care system. Since 1981, it has been rapidly unraveling. In Fiscal Year 1982, the Title XX Social Services Block Grant, had its funding reduced from $3.1 billion to $2.4 billion, a 21 percent cut. A targeted $200 million for child care and a separate training program were also eliminated. The Child Care Food Program was cut by 30 percent. The amount of child care costs that families can be compensated for under Aid to Families with Dependent Children (AFDC) program was limited. Finally, many child care programs lost critical staff when the Public Service Employment component of CETA was eliminated.

Yet, despite Federal assistance for preschool child care,

there remains a large group of children whose need for child care has long been recognized but never addressed. This group consists of school-age children whose parents work.

Estimates show that as many as six to seven million school-age children--the so called "latchkey" children--may return alone after school to an empty house or under the supervision of a slightly older brother or sister. In factories and offices throughout our country, parents wait anxiously for their children to call and confirm their safe arrival home. They hope that their children can take care of themselves for the two or three hours beween the end of the school day and the time when they return home from work.

How well can young school-age children take care of themselves? Recently, the House Select Committee on Children, Youth, and Families conducted a hearing on child care and questioned several children about what it was like for them to be home alone. One child answered:

> When I am alone I do what I have to do first; I watch T.V., talk on the phone, listen to the radio or records. Sometimes I get lonely when there is nothing to do or it is raining. I get scared when our neighbor's alarm goes off because I am afraid that there is a robber nearby, but most of the time it is just the wind blowing the door open. Also, sometimes I get a prank call or someone comes to the door.
>
> One day my friend and I were making something to eat and he cut his finger. I did not know what to do. Finally, I stayed calm and got a wet paper towel. Then my friend wrapped it around his finger. If a grownup had been around, it would have been o.k.

The research suggests that children in self care run greater physical and psychological risks than children under the care of an adult. Accidents are the major cause of death among school-age children in this country. For example, fire officials in Detroit, Michigan, report that one in six fires is caused by a child at home alone.

In June of 1983, I introduced along with Senator Pell, the School Facilities Child Care Act, S. 1531, to address the needs of children in self care. This legislation authorizes $15 million a year for three years for grants to public and non-profit organizations to provide before and after school child care. The use of existing public school facilities is a common sense and cost effective approach to school-age child care, and a report prepared for the Department of Health and Human Services by Applied Management Sciences, Inc., records that this is also the preference of many parents. The report concludes:

> Parents who used this type of a program (school based child care) tended to be very satisfied; as a group, more parents in both states felt their needs were extremely well met with this mode of care than any other. The most frequently mentioned benefits of these programs were parent involvement and educational activities for the children. School-based extended day programs offered parents and their school-age children a supervised care arrangement free of many transportation difficulties.

Additionally, in testimony before the House Select Committee on Children, Youth, and Families, Professor Edward Zigler, a former director of HEW's Office of Child Development, states:

> For this age group (school-age children). I believe there is a relatively inexpensive solution to the problem. The solution involves parent-school partnerships in which school buildings, which are already housing these children for most of the day, are used to house them for a few more hours. These extra hours should be supervised not by teachers (which would be too expensive) but by a Child Development Associate, a graduate of a much shorter competence based program.

Another essential provision of S. 1531 is the sliding fee schedule which assists the participation of low income children in this program. The absence of any provision for reduced or waived fees severely limits the accessibility of school-age child care to those who need it the most. In testimony before the Joint Economic Committee, the Children's Defense Fund outlinde this need with the following illustration:

> One hundred-ten of Dade County's public elementary schools are running self-supporting after-school programs. But only 6,000 children out of a projected 9,000 are attending. Enrollment is lowest in the districts poorest schools where parents cannot pick up the $15 a week per child enrollment fee. There is no sliding scale which takes income or number of children in the family enrolled with consideration. We hear similar reports from child care who have unsccessfully attempted to set up school-age programs in low-income neighborhoods without subsidies to families.

Lastly, School Facilities Child Care Act establishes a informational clearinghouse to assist parents and communities in establishing school-age child care programs.

One change which I support to the bill is the expansion of the sites to include non-profit community based organizations, in the event a public school is not available. Many traditional family and youth organizations, such as the Y, Camp Fire, Inc., and Boy's Clubs are developing programs for children after school and have facilities which are suited to the needs of school-age children.

Many agree with the use of public schools to address the need for school-age child care. Since it was introduced, the School Facilities Child Care Act has received the support and endorsement of nearly thirty groups. Such organizations as the American Bar Association, the National Association of Elementary School Principals, the National Commission For Working Women, and the National Black Child Institute have lent their names in support of this legislation. In addition, nineteen of my democratic and republican colleagues in the Senate have cosponsored S. 1531, and the House companion bill, H.R. 4193, has seventy cosponsors.

The School Facilities Child Care Act is not the comprehensive child care policy that is needed to assure that all in need of school-age child care will be served. It is my firm belief, however, that it is an important step in protecting our most valuable resource, our children, and assisting all parents with affordable and accessible child care services.

This concludes my statement, and I ask that a list of the endorsing groups be included as part of the hearing record directly following my remarks. Thank you.

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ENDORSING GROUPS

S. 1531-SCHOOL FACILITIES CHILD CARE ACT

- American Association of School Administrators
- American Association of University Women
- American Bar Association
- American Red Cross
- Boys Club of America
- Camp Fire, Inc.
- Girl Scouts of the U.S.A.
- Girls Clubs of America, Inc.
- Michigan Association for the Education of Young Children
- Michigan Association of Children's Alliances
- Michigan NOW
- Michigan Office for Young Children
- Michigan Women's Commission
- National Association of Counties
- National Association of Elementary School Principals
- National Black Child Development Institute
- National Commission on Working Women
- National Education Association
- National Network of Runaway and Youth Services
- National Organization for Women
- National Women's Political Causus
- National Youth Work Alliance
- Parents Without Partners
- Roosevelt Youth Centennial Project
- United Neighborhood Centers of America, Inc.
- YMCA of the U.S.A.
- YWCA of the U.S.A., National Board

Senator HAWKINS. I would now like to introduce our first panel, probably our most important panel, because they came back to school on a day off. That shows a real dedication. I do not think you would get me to do that when I was a child. These children are enrolled in Skyview and Bardmoor Elementary Latchkey Programs. You all have your names there in front of you, and the names are Leon Van Bibber, Shannon Anderson, Sherry Novelly, Jennifer Gannon, Debbie Giguere, Mike Condra, Jeremy Naylor, and Lawrence Chiang.

So we have all of our names. Leon, let us start with you. How old were you when you started at Latchkey Programs?

STATEMENTS OF LEON VAN BIBBER, SHANNON ANDERSON, SHERRY NOVELLY, JENNIFER GANNON, DEBBIE GIGUERE, MIKE CONDRA, JEREMY NAYLOR, AND LAWRENCE CHIANG

LEON BIBBER. About 8.

Senator HAWKINS. About 8 years old. How old are you now?

LEON BIBBER. I am 12.

Senator HAWKINS. Why did you go to Latchkey?

LEON BIBBER. There was no other place.

Senator HAWKINS. Why did you go to the Latchkey Program?

LEON BIBBER. It was the only place that opened early enough and stayed open late.

Senator HAWKINS. Did you go in the morning?

LEON BIBBER. Yes.

Senator HAWKINS. What time?

LEON BIBBER. About 7:45.

Senator HAWKINS. Do your parents drop you off?

LEON BIBBER. Yes.

Senator HAWKINS. Your mother?

LEON BIBBER. Yes.

Senator HAWKINS. And who picked you up?

LEON BIBBER. My mother.

Senator HAWKINS. Your mother picks you up?

LEON BIBBER. Uh-huh.

Senator HAWKINS. What grade are you in school?

LEON BIBBER. Fifth.

Senator HAWKINS. Fifth grade.

Do you know your telephone number?

LEON BIBBER. No. We just moved.

Senator HAWKINS. Just moved.

Do you know your new address?

LEON BIBBER. No.

Senator HAWKINS. Gee, we have got to get a label for you in case you are misplaced between here and home.

Do you know how to call your parents where they work?

LEON BIBBER. Yes.

Senator HAWKINS. You do.

Do you attend Latchkey after school?

LEON BIBBER. Yes.

Senator HAWKINS. What time does your mother pick you up?

LEON BIBBER. About 4:45.

Senator HAWKINS. 4:45?

LEON BIBBER. Yes.
Senator HAWKINS. And you go directly home or do errands with her?
LEON BIBBER. [Nods head.]
Senator HAWKINS. What do you do while you are there?
LEON BIBBER. Play games, go outside and stuff.
Senator HAWKINS. Play games and what else?
LEON BIBBER. Learn stuff.
Senator HAWKINS. Learn stuff. Like what?
LEON BIBBER. History.
Senator HAWKINS. History?
LEON BIBBER. Yeah.
Senator HAWKINS. Play checkers?
LEON BIBBER. Yes.
Senator HAWKINS. Learn how to play chess?
LEON BIBBER. Yes.
Senator HAWKINS. Think you can teach me?
LEON BIBBER. Yes.
Senator HAWKINS. That is neat.
Do you ever paint pictures?
LEON BIBBER. Yes.
Senator HAWKINS. And have an art teacher? Do you do that a lot?
LEON BIBBER. Yeah.
Senator HAWKINS. Are you pretty good?
LEON BIBBER. Yeah.
Senator HAWKINS. Enjoy that?
LEON BIBBER. Uh-huh.
Senator HAWKINS. And how many people supervise you?
LEON BIBBER. Two.
Senator HAWKINS. Two people?
LEON BIBBER. Uh-huh.
Senator HAWKINS. And how many kids are there?
LEON BIBBER. There is about 22.
Senator HAWKINS. Twenty-two children.
How about music? Do you have music?
LEON BIBBER. Yeah.
Senator HAWKINS. You learn the words and sing along?
LEON BIBBER. Sometimes.
Senator HAWKINS. Or just background?
LEON BIBBER. Yeah.
Senator HAWKINS. Anybody teach piano where you are?
LEON BIBBER. No.
Senator HAWKINS. Think that would be a good idea?
LEON BIBBER. Yeah.
Senator HAWKINS. You take piano lessons?
LEON BIBBER. [Nods head.]
Senator HAWKINS. Practice while you are there?
LEON BIBBER. Yeah.
Senator HAWKINS. Do they feed you anything? Do you have a snack?
LEON BIBBER. Yeah.
Senator HAWKINS. Like what?
LEON BIBBER. Fruit.

Senator HAWKINS. Fruit and——
LEON BIBBER. Cookies.
Senator HAWKINS. Cookies. Milk?
LEON BIBBER. No, orange juice.
Senator HAWKINS. Orange juice. It is Florida, of course. A lot of milk though. Try to give it away.
What is your teachers' name?
LEON BIBBER. Ms. White and Ms. Wallace.
Senator HAWKINS. Ms. White and Ms. Roberts?
LEON BIBBER. Wallace.
Senator HAWKINS. Wallace. Excuse me. OK.
I am going to go down the row now and ask Shannon questions. Before you went to Latchkey, did you stay alone at home ever?
SHANNON ANDERSON. No.
Senator HAWKINS. You have always gone to Latchkey?
SHANNON ANDERSON. No. I have been with my babysitter.
Senator HAWKINS. You had a babysitter before you went to Latchkey?
SHANNON ANDERSON. Uh-huh.
Senator HAWKINS. How about you, Leon?
LEON BIBBER. Yeah.
Senator HAWKINS. Had a sitter?
LEON BIBBER. My aunt.
Senator HAWKINS. Your aunt.
How about you, Sherry?
SHERRY NOVELLY. I stayed with a babysitter.
Senator HAWKINS. You stayed with your babysitter before you went to Latchkey?
SHERRY NOVELLY. [Nods head.]
Senator HAWKINS. Jennifer.
JENNIFER GANNON. Stayed with my aunt.
Senator HAWKINS. You stayed with your aunt.
Mike.
MIKE CONDRA. Stayed alone.
Senator HAWKINS. You stayed alone at home?
MIKE CONDRA. [Nods head.]
Senator HAWKINS. At what age were you then?
MIKE CONDRA. Eight and a half.
Senator HAWKINS. Just a kid, huh.
And how long have you been in Latchkey?
MIKE CONDRA. Two years.
Senator HAWKINS. Do you go in the morning?
MIKE CONDRA. No.
Senator HAWKINS. Do you go in the afternoon?
MIKE CONDRA. Yes.
Senator HAWKINS. How many teachers do you have?
MIKE CONDRA. Two.
Senator HAWKINS. The same teachers as—what are your teachers' names?
LAWRENCE CHIANG. Ms. Seeger.
Senator HAWKINS. Did you stay at home before you started Latchkey?
LAWRENCE CHIANG. I went to another program.
Senator HAWKINS. You were what?

LAWRENCE CHIANG. I had a different program, had another program.

Senator HAWKINS. How about you down there, Jeremy?

How old are you?

JEREMY NAYLOR. Eight.

Senator HAWKINS. Eight.

How long have you been in this program?

JEREMY NAYLOR. Four years.

Senator HAWKINS. Four.

Were you in preschool?

JEREMY NAYLOR. [Shakes head.]

Senator HAWKINS. How about after school, do you come to this program after school? What do you do? What does an 8-year-old boy do at Latchkey in the afternoon?

JEREMY NAYLOR. Go outside, play games outside, crafts.

Senator HAWKINS. You have art lessons? You get to paint?

JEREMY NAYLOR. [Nods head.]

Senator HAWKINS. Color?

JEREMY NAYLOR. Yeah.

Senator HAWKINS. Do you ever play checkers?

JEREMY NAYLOR. Yes.

Senator HAWKINS. Get good at it.

Debbie, were you ever left at home before you started Latchkey?

DEBBIE GIGUERE. No.

Senator HAWKINS. So you have always had a sitter?

DEBBIE GIGUERE. I have been to Latchkey since kindergarten.

Senator HAWKINS. Since kindergarten you have been in Latchkey.

What grade are you in now?

DEBBIE GIGUERE. Fifth.

Senator HAWKINS. Quite a long time.

What have you learned in Latchkey in those years?

DEBBIE GIGUERE. I have learned how to cook.

Senator HAWKINS. How to cook.

What do you cook?

DEBBIE GIGUERE. Sometimes we cook cookies, sometimes we cook dinners and breakfasts.

Senator HAWKINS. You have learned to make cookies and what else? What else besides cookies do you cook?

DEBBIE GIGUERE. Well, breakfast.

Senator HAWKINS. Breakfast? Do you come before school to the Latchkey Program?

DEBBIE GIGUERE. Yes, I come in the morning.

Senator HAWKINS. What time do you arrive?

DEBBIE GIGUERE. 7:30.

Senator HAWKINS. Who is there to be with you?

DEBBIE GIGUERE. Ms. Terry and Ms. Anderson.

Senator HAWKINS. Those are the same two teachers that are there in the morning that are in the afternoon?

DEBBIE GIGUERE. Ms. Anderson is not there, but Ms. Terry is there in the afternoon.

Senator HAWKINS. Do you have breakfast there?

DEBBIE GIGUERE. At Latchkey?

Senator HAWKINS. In the morning, do they feed you anything before school?

DEBBIE GIGUERE. I have breakfast with the school. I do not have it with Latchkey.

Senator HAWKINS. The school has a breakfast program?

DEBBIE GIGUERE. [Nods head.]

Senator HAWKINS. Do you have many friends in the Latchkey Program?

DEBBIE GIGUERE. [Nods head.]

Senator HAWKINS. Do you like it?

DEBBIE GIGUERE. Huh?

Senator HAWKINS. Do you like it?

DEBBIE GIGUERE. [Nods head.]

Senator HAWKINS. Do you have a lot of fun there?

DEBBIE GIGUERE. Yes.

Senator HAWKINS. You also learn things?

DEBBIE GIGUERE. [Nods head.]

Senator HAWKINS. Do they teach piano at your latchkey program?

DEBBIE GIGUERE. No.

Senator HAWKINS. You do not have anybody yet volunteer for that. Do you belong to a Girl Scout or CampFire Girls?

DEBBIE GIGUERE. No, but I am joining the Girls Club.

Senator HAWKINS. Going to join the Girls Club, but they have that at Latchkey.

Jeremy, are you going to be a Cub Scout?

JEREMY NAYLOR. I am one already.

Senator HAWKINS. You are one already.

Are you going to be an Eagle Scout some day?

JEREMY NAYLOR. No.

Senator HAWKINS. Well, you ought to try. I would not make that decision so early in life. Why do you not try to be an Eagle Scout? That is the top, you know. You have all these helpers in the afternoon, so you have some time to study to be a super Scout.

How about you, Mike, are you a Scout?

MIKE CONDRA. I quit and then went back.

Senator HAWKINS. Stick with that.

Do you get excused from Latchkey to go to the program, to go to Scouts?

MIKE CONDRA. My mom picks me up.

Senator HAWKINS. Your mom picks you up and takes you.

What about you, Lawrence, do you belong to the Boy Scouts?

LAWRENCE CHIANG. Yes.

Senator HAWKINS. Is it on the Latchkey location or some place else?

LAWRENCE CHIANG. Well, my dad—some place else, but my regular meeting is Latchkey.

Senator HAWKINS. What have you learned at Latchkey? What do you do?

LAWRENCE CHIANG. Well, you learn that—being careful and having table manners.

Senator HAWKINS. Table manners. My goodness. That is wonderful—which fork do you use?

LAWRENCE CHIANG. Excuse me?

Senator HAWKINS. What else?

LAWRENCE CHIANG. Well, the—you play a lot of games.

Senator HAWKINS. A lot of games like what? Tell me what games you play.

LAWRENCE CHIANG. Like ball games.

Senator HAWKINS. Bowling?

LAWRENCE CHIANG. [Nods head.] Sports.

Senator HAWKINS. Chinese checkers?

LAWRENCE CHIANG. Sometimes. And we have cards and a lot like that.

Senator HAWKINS. Do you study any subjects? Do you do your homework?

LAWRENCE CHIANG. We can, yes.

Senator HAWKINS. You do your homework first so that after that you can play?

LAWRENCE CHIANG. [Nods head.]

Senator HAWKINS. Or is it the other way around, you play and then do your homework?

LAWRENCE CHIANG. You do your homework and then play.

Senator HAWKINS. That is the way it was when I was growing up, too.

Do they teach you—any of you children a safety program in the program at latchkey, anybody? Have any of you children been fingerprinted in the program that we have going in the country today? Anybody? Just one? Hold up your hand if you have been fingerprinted. Three? Well, that is a program we are doing all over the country. The parents get the copy of those fingerprints so it is a pretty good idea to have them.

How many of you have your picture taken every year at school? Do your parents buy the picture or do you turn them back in?

MIKE CONDRA. Yeah.

Senator HAWKINS. You ought to keep one, make your own personal file.

Did you know that you kids can have your own file? Your parents do not have to keep it for you. You are in the Latchkey Program, you can make a file folder, put Leon's name on it, put your picture in there, put your—put how tall you are and what color hair you have, and like a driver's license, keep that information current all the time. And every time you have a new picture taken, you ought to put it in that same file. On your way home some night—what we need is the most current photograph of you. That is the most important thing we can find is the latest most current photograph that has been taken of you, not your baby picture, you know, on the blanket. That does not count. It is OK for grandma, but it is not good for us to put on a poster in case you get misplaced or something happened to you on your way home from school. So we would like to encourage you to tell your parents to keep those pictures. And we want to encourage you as kids to take an active—have any of you taken photography yet, teach you how to use a camera at Latchkey?

LAWRENCE CHIANG. My mom taught me.

Senator HAWKINS. That is a good program.

Does anybody want to tell me something about the Latchkey Program that I need to take back to the other Senators? A lot of Senators never heard of Latchkey. This is your chance.

Lawrence.

LAWRENCE CHIANG. I think there is a lot of mothers and fathers who both work, and the children do not have any place to go. So there has to be somewhere, the Latchkey.

Senator HAWKINS. And you feel safe there, right?

LAWRENCE CHIANG. [Nods head.]

Senator HAWKINS. And you are learning at the same time?

LAWRENCE CHIANG. Yes.

Senator HAWKINS. And have a lot of good friends?

LAWRENCE CHIANG. [Nods head.]

Senator HAWKINS. And you are all safe, and we are not worried about you, right?

LAWRENCE CHIANG. Right.

Senator HAWKINS. Anybody want to add to that?

Thank you.

Debbie, you want to tell me how you feel about it?

DEBBIE GIGUERE. There should be more open.

Senator HAWKINS. There should be one everywhere?

DEBBIE GIGUERE. [Nods head.]

Senator HAWKINS. That is the way I feel. We have to do a little politicking here to get this done everywhere, but we surely do appreciate your helping us today and preparing this record for the Senate. Because it is important legislation we want to pass so you can have a Latchkey Program everywhere and we can protect our children, and you can learn while your mothers are trying to—and fathers are trying to pay for all the many things it takes today.

We thank you for being with us today and ask if you will just go back and sit down in your seats down there, if you would, and listen to the rest of the hearing, fine, but we excuse you at this time.

Thank you, kids.

The second panel today we represent is from the original coalition, Linda Morlock, Jean Cook of Latchkey Services for Children. She is—Linda is in the audience. We are awfully sorry, she was in a very bad automobile accident, and thankful that she came but understand why she cannot testify. We appreciate her contribution to this great service.

Joe Mills, juvenile welfare board; Dr. Fred Hoffman, assistant superintendent of schools, Pinellas County; Rita Clark of the department of health and rehabilitative services.

If you will come forward now and sit behind your name tag.

Jean Cook, executive director for Latchkey Services, we would like to begin by hearing from you.

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STATEMENTS OF JEAN COOK, EXECUTIVE DIRECTOR, LATCHKEY SERVICES FOR PINELLAS COUNTY, INC.; DR. FRED HOFFMAN, ASSISTANT SUPERINTENDENT FOR STUDENT SERVICES, PINELLAS COUNTY SCHOOL SYSTEM; JIM MILLS, JUVENILE WELFARE BOARD OF PINELLAS COUNTY; AND RITA CLARK, HUMAN SERVICES PROGRAM ANALYST, FLORIDA DEPARTMENT OF HEALTH AND REHABILITATIVE SERVICES

Ms. COOK. We are very pleased to be here, Senator Hawkins. We thank you for this opportunity.

I would like to share with you why the Latchkey Program works in our country.

Initially, I think Latchkey works for three primary reasons. The first was that there were few people in this community that really cared very much about what happened to the children. There were people from existing agencies at that time who listened to them and realized that there was a need. And once that need was recognized, they knew the importance of it for our children and were willing to give support, and the Pinellas County School System and juvenile welfare board mentioned before gave us that primary support and made it possible for this program to begin. And without that teamship, that dream that was there would not have been a reality possibly. Although the commitment of individuals and of supporting agencies still continue, Latchkey has moved professionally well beyond those tenuous stages at that time where operation could be affected at a crisis level for each one of those key people who were not there. And that was a very difficult time.

We are now in infancy. If you look at Latchkey in its infancy, I would see it as being on a trial and error basis. There were no role models or preexisting design to follow, so it was a time when we had to look and see what kind of a role we want to have. And I think, however, that we identified what our role should be and developed a statement of philosophy and purpose.

The second stage would be the preschool stage, and in the preschool stage we spent a lot of time eliminating those things which were not appropriate or workable until a point was reached where short-term planning could be accomplished. And we did not achieve the goals that we had, and that was a very difficult period because it is not a simple task to find out what it really is that you want to have working for you. In fact, the task was often frustrating as a succession of several steps forward and two backward, but we knew we were accomplishing something. And out of this time the skeleton for what was to be was identifiable.

And then the next stage that I would identify was in there—was a need for development of tangible systems, and those systems we realized had to be not only dependent upon specific people or circumstances that took place at that time, but were a real foundation and a structure that could be identified. That was the focus at that time, long-term planning begun so that we had stability and had direction for the future. The adult stage into which we are moving focuses upon the refined systems providing a structure which is both strong enough and yet flexible enough to allow us to grow and expand as we continue to, and we think that is very important.

And our goals have been redefined and given impetus with the development of a 5-year plan in cooperation with the Pinellas County School System and also a plan with the Pasco County School System.

The design for quality that I believe Latchkey has built has taken 6 years in refinement and I see it as being based on seven major elements, and I would like to share those elements with you.

The first one is identifiable purpose and goals. It is important that the agency providing day care have one clear focus—the provision of day care. When programs or agencies that are designed for purposes other than day care add it as a supplement to the existing services, they often fall short in areas of accountability, quality, and responsive school-age child care.

The second major development is that of relevant policies and procedures. The development of clear, efficient, written policies and procedures which guide and direct daily operations of centers is, in my opinion, very essential if you are to have an unified approach and to assure that there is quality. So these things must happen.

The third element that I see is important is the workable staffing structure. The efficient staffing of centers which assures competent adult supervision of children and yet still meets budgetary guidelines has to be achieved. And that development is a combination of full-time and part-time staff with the appropriate qualifications and design of the right job function so that you would have a good quality day care program.

The fourth element is that of quality of the program structure. A structure when administering program quality must, in my opinion, be built along the principles of good people management, good fiscal management, and good task management. Without those elements, I do not think the agency will survive.

The fifth major element is core curriculum on which the program of activities is built should be designed to ensure that developmental needs of each child is the real focus. Latchkey has identified six conceptual components which we believe make this framework for developmental child care that we have, and those six elements are self-identity and self-worth, socialization, motor competence, cognitive processing, creative expression, and recreational pursuits. That makes up our program of activities which the children participate in.

And the sixth element that I think is of major importance is a comprehensive orientation and training program. The orientation and training program needs to be specifically designed to provide a sound knowledge base but also even beyond that it must also give role modeling techniques so that we can provide competent care. The problem is that there are no programs currently in our colleges and universities of study which specifically prepare people to provide the kinds of meaningful, purposeful and positive experiences that are needed for children who are in our school programs.

And the seventh element that I think is very important is the comprehensive assessment and evaluation system. The systems and tools designed to checkpoint, assess, and evaluate all aspects of our program are the key, in my mind, to quality assurance and positive program impact.

So, in summary, I would just like to say the results can best be measured by the impact the day care has on the young lives which could otherwise be hindered in their normal development due to a void in the provision of a safe and nurturing environment. Day care programs with the proper focus can fill this void effectively, both with the child and for the parent feeling secure when they have to go to work. And we do applaud what you are doing here today in giving your support in that.

Senator HAWKINS. Thank you for your contribution.

Dr. Hoffman, would you like to explain the role of the Pinellas County School System in the Latchkey Program?

Dr. HOFFMAN. I would be very glad to.

My role in the system is assistant superintendent for student services which deals with the psychological services, guidance services, and alternative programs. I really appreciate the opportunity to come before this committee and discuss with you some of the things that I have seen regarding the Latchkey Program.

For the past year, I have chaired a local committee that is made up of school principals and administrators, people in transportation, school facilities, faculty, as well as members of the Latchkey Program. In our district, one of the major things that I have come to conclude from these committee meetings is that the key to a successful program is close coordination that is developed between program personnel and the public school system. I would say that is the No. 1 aspect that has to be achieved. In preparation for this presentation, incidentally, I talked to classroom teachers and to principals of schools who have Latchkey Programs. I talked to social workers and, incidentally, our supervisor of social work was involved in the very beginning of this program. In fact, he mentioned that he had $27 to start the program one summer.

I have tried to capture the principal ideas in three general areas. One is general observations that have been seen about the Latchkey Program, and second observations that they saw that enhanced and reinforced the academic programs, that they were responsible for in their school. And third, the emotional growth that children have achieved having been in this program.

In regard to the general observations, I think the principals were very quick to point out to me that it is not babysitting. They said there are very specific goals and objectives that contribute to the learning process. So, in that sense, they are very supportive of the program.

The second things they indicated that they liked about the program was the accountability. You know, recreational programs do not guarantee participation of kids nor do they guarantee the safety and security of children. This program guarantees the participation, safety, and security, and I suspect that is what they meant by the term "accountability." Parents report to their principals that they are so relieved of the stress and anxiety that they feel, not knowing the whereabouts or the activities of their child after school hours. In fact, that has been one of our problems in the school system. We have a considerable number of parents who ask for special permits so that their children can attend the school that has a Latchkey Program. When you start zoning schools and looking at the capacity of the school, any change has an impact on it.

I think under the academic observations—maybe the most significant one—was that the child's participation in the program is reflected in his participation in school activities. To give you an example, morning Latchkey Programs provide a structure which readies the child for the school's tasks. The lack of supervision in the morning results in considerable time needed to settle kids down before they can get to their tasks of learning. Our research shows that time on tasks relates very directly to the learning process. Consequently, being ready to start school kind of activities in the morning is very important and having that structure prior to the opening of school has the children ready to begin those kinds of tasks. Principals also report, incidently, that summer Latchkey Programs where children are in structured environments helps those children when they come back to school in September to begin to take on the tasks at school, and to accomplish them.

Principals very oftentimes said to me that having that structured environment results in a lot less discipline problems with children. The lack of supervision results in children not knowing values and using inappropriate behavior to test for those values. They are going to try to find them. Incidently, lack of those values it seems to me leads to anxiety regarding expectation that people have for them.

Under emotional impact, research is probably sketchy. A principal I talked to the other day that has been in the program for a number of years said that the major things that he saw was it overcame their feelings of not being wanted. I said what do you mean by not being wanted? He said when nobody is there in the afternoon, if your parents work, there is a sense of not being wanted, of not having someone there to depend upon, in case they have a need. And that was the major impact he felt was being made by the program.

He also indicated that he feels—students have a lot more highs than lows in their emotions of life if they have that structure—that contributes to the structure that the school has.

One of the responsibilities that I have is to provide instructional programs for what we call in Florida alternative education. We have about 30 teachers that are assigned to agencies to provide the educational program. Most of these agencies are working with dependent and delinquent children. Teachers, in talking to those children, indicate that, No. 1, the older children say when they came home from school and no one is there, they had a number of options. And because they were immature, they chose inappropriate options that led to some involvement with law enforcement, or that led to some kind of delinquent behavior. The younger children that we have in those programs, almost cry out for some structure in their lives. So the total alternative program is designed to provide that structure to them.

In closing, let me say that I believe the well-designed Latchkey Program, contributes to the academic success and emotional growth of children and serves as a significant deterrent to delinquency and other inappropriate behaviors.

Senator HAWKINS. Thank you for your excellent observation. It really is going to make a good record for the Senators to review.

Would you explain what the juvenile welfare board is?

Mr. MILLS. Thank you, Senator. I appreciate the opportunity to come and show what the juvenile welfare board is, but also some other human and service programs that we relate to the total system in community services.

First of all, the juvenile welfare board emerged out of frustration and anger of a group of local citizens who tried to do something simple as find an alternative to the county jail for dependent children. It was back in 1945, and they channeled their concerns to the establishment of the special district of government unique to Pinellas County, FL, and perhaps unique in the country where an independent body with its own maximum authority was established for the sole purpose of assessing the needs and planning, coordinating, providing services to families and children. They wisely did not encumber that body with mandated service nor did they encumber that body with direct service responsibility but, from the onset, turned that process outward in the community, built community resources. When the juvenile welfare board first got started, they depended on many direct services the State and Federal provide. As it grew, the board members began to ask that question so many of us ask, and that is what we have done to prevent this problem in the first place. And what has been seen in the past few years has been a gradual shift, step-by-step shift in the program that the juvenile welfare board is involved in. In those programs they seek to prevent problems to minimize the impact of problems. Latchkey, I think, is an excellent example of this type of shifting. The whole question of prevention is very difficult to agree on, what it is you want to prevent, how you go about preventing it, and what the most difficult task—how you measure that really prevented something by having a particular program. But the logic and economics are unsalable, so we continue to try to find ways in spite of some of the difficulties.

A particular problem I think we have is that we lack a coherent national policy both toward pamphlets and toward prevention. I think the development of such policies is probably very difficult in the country. At first, particularly as we deal with global factors beyond our control. Again, rather than throwing up our hands, I think would try to grab hold of the situation and one of the conceptualizations useful for us is to look at the big-picture approach and the little-picture approach. The big picture national level essentially being that of national policy. What are the underlying social policies, greater environment family and children which have stayed helpful family life cultural child development, and also a function level? What are the leadership responsibilities at that point for encouraging the development of these types of activities, not total but development of them?

The second level, microlevel really relates to local effects, much more specific. The local level in some respects is like damage control, that you are trying to minimize the impact of a situation that has potential for more serious negative implications further down the road. Taking into account that imperfect society, how do you minimize the impact of that imperfection. That sounds like a big job. Sounds like a hopeless job, in fact. But it is really, I think, rather interesting looking at 10 years of experience in this community how in a number of ways it is possible to develop activity pro-

grams which could minimize some of those conditions under which we have knowledge or no control. One of the rages, of course, is the knowledge of local conditions and the ability to respond to these conditions with solutions that relate to local needs. Second is the involvement of people in terms of their energy and creativity, and perhaps their total lack of that you cannot take $27.90 and built it into a program. They just did not know they could do that in Pinellas County, and went ahead and did it anyway.

It is that sort of basic human strength that I think we need to tap in the development of programs like this, like latchkey. And we need to find a way of consent that—and I think Federal level, it is important that ways be found again not to control—not to indicate that, but how to facilitate that process. Latchkey, I think, provides an excellent example of responding to programs that we have. And ours is not going to go away. We are going to have a two-wage families and we are going to deal with it. We are going to have one-parent households. Twelve percent of the children of Pinellas County come from single-parent households. So we are going to have to find ways and means to develop a community awareness and community involvement in reducing problems. The juvenile welfare board endorses the principles of S. 1531. They look upon their role in the early organization planning, their own commitments to Latchkey as being one of the crowning vehicles of what a local community can do if they make that and stick to it.

Thank you.

Senator HAWKINS. Thank you so much. I think it is a marvelous program. Other counties in the United States should follow your example here.

Would you like to summarize the role of the Florida Department of Health and Rehabilitative Services in the Latchkey Program, Mrs. Clark?

Mrs. CLARK. Yes, our role right now is partial funder of the program. Twenty-one percent of our child day care funding goes toward after school programs.

Senator HAWKINS. What was the percentage?

Mrs. CLARK. Twenty-one percent. From the department of health and rehabilitative services perspective we see cost effectiveness and self-sufficiency as the keys to the Latchkey Program. Parents who otherwise would be on State welfare are now working because of latchkey. Seventy-eight percent of the people in the program are working, and another 2 percent are seeking or reestablishing employment, and 15 percent of the parents are getting job training. The remaining percent of children in Latchkey are under protective services. Our local work incentive office estimates that there are an additional 700 people in this county who would be working if a local Latchkey Program was available to them. We know that dramatic changes have taken place in the family structure and functioning during the last decade. The number of children living in female-headed households has doubled since 1970. Out-of-wedlock births in the United States has risen from 4 percent in 1950 to 18.4 percent in 1980. And in Florida the percentage is even higher at 24.5 percent.

These figures mean that more and more people have come to our department seeking assistance in finding child care so they can

work. And the reality prompted our department to become an advocate and work together with other community agencies to support the development of the Latchkey Program here. We desperately need this program here in our county and have been very, very impressed with the high quality services that we are receiving with Latchkey.

Again, cost effectiveness and self-sufficiency are the keys to this program and, unfortunately, the major portion of funding for children's services still goes to the most expensive end of the line interventions. Each year we place more and more money into residential programs for emotionally, disturbed children. In Florida alone in the children's programs, we are presently spending two-thirds of a $20 million budget in the children, youth, and families program office for residential treatment compared to only about 7 percent for prevention. Such a practice results in spending large amounts of money on a small number of children with unfortunately a poor prognosis and leaves untouched the great need to develop programs such as Latchkey designed to reduce the need for more of costly intervention. Each week alone, our office receives a call from at least one parent saying how old does a child have to be before I can leave him at home alone and not be considered neglectful of my child?

The emotional strain on these children can be devastating. Fears and anxieties that develop on lead to serious and costly mental health problems in children. Prevention of these mental health problems is not only cost effective throughout their childhood but results in more productive job holding citizens throughout their adult years.

Sixty-five percent of all women in this district with children between the ages of 6 and 18 years old work outside the home. The national percentage is 60 percent. The cost of private care before and after school could be as high as $30 a week, and many of our parents faced with this cost and the difficulty of finding care that would be consistent for their children just leave their children alone. Truancy is one of the serious effects. Juvenile delinquency is another. The cost to the State and the court system of one delinquent child for 1 year would more than pay for that same child to attend a Latchkey Program throughout his school years.

Again, we see cost effectiveness and self-sufficiency as the keys to this program. Once the child has been through the court system and labeled a delinquent, it is almost impossible to rebuild that child's self esteem. Approximately two-thirds of our children in protective services cases in this district are neglect cases with a large percentage of these involving a lack of supervision. And our statistics show that one-half of these families will have a child that in later years is in the court system for delinquency or ungovernability. We see children 7 and 8 years old being arrested for burglary and arson. Perhaps if there were a Latchkey Program in their neighborhood, their future would be brighter. The department of health and rehabilitative services strongly supports the Latchkey Program as true prevention. How long will we continue to put more funding into building prisons and mental health facilities and reform schools which neglecting adequate programs such as Latchkey which prevent this necessity.

Senator HAWKINS. Thank you very much.

Jean, I understand that you interrupted an important training session that is being held for child care providers to be with us here.

Could you tell me if your child care providers receive any training on how to spot child abuse?

Ms. COOK. Yes, that is one of the requirements. They do that on a yearly basis.

Senator HAWKINS. On an annual basis, training sessions?

Ms. COOK. Receive training on how to spot child abuse.

Senator HAWKINS. After we have finished this here, I would like to attend one of the sessions.

Ms. COOK. I hoped you would.

Senator HAWKINS. OK.

How many centers do you have?

Ms. COOK. We have 20 centers at this time and we will open two additional centers in the summer. We are working with Dr. Hoffman's school system—two additional sites.

Senator HAWKINS. That makes 14, and how many children would that serve?

Ms. COOK. We would probably—we are just starting enrollment for the summer so it is very difficult to know where enrollment will be, but we are seeking 3,000 or some in the summer. Fluctuate somewhere in the number that we have.

Senator HAWKINS. How does the parent select the site?

Ms. COOK. The parent has a choice as far as where they work or where they live, and basically we find that some people like the site that is convenient to their home, but a lot of people prefer it near work. So there is no path of understanding that we have been able to establish, and that is one of the phenomena that we have worked on, placement sites.

Senator HAWKINS. How do you establish placements? What rules do you follow?

Ms. COOK. We—I think we set up a pretty good criteria. One of the problems that we have identified—this is the task force that Dr. Hoffman mentioned—is the fact that—as one of our children mentioned earlier—they would like to have a program in every single school in Pinellas County. But that is not possible. Although that may sound good from one point of view, it is not possible financially to have small programs in every center. So we are looking at a cluster concept, so that we would—in our 50-year plan develop a cluster concept that is the Latchkey center and schools that are surrounding that would be feeder schools that would have access to that program.

Senator HAWKINS. How do the children get from the school they attend to the Latchkey center?

Ms. COOK. At the current time, the problem that we have is one of special transfer right now the school system has provided. So that a parent, if there is no Latchkey Program, they can get a special transfer to another school where they can attend the program. What we have designed in our 5-year plan is a transportation system surrounding feeder schools to the Latchkey Program so that it will be available essentially to every child in Pinellas County, and that is our goal.

Senator HAWKINS. What kind of facilities do you use? Are they always schools?

Ms. COOK. In most cases, we have found the school to be the location that is most useful, but we have used recreation departments and other kinds of areas as well. The problems sometime would be that those services may overlap. For example, we are at a recreational department at Madeira Beach, but in the summertime we cannot operate there because of their program, child facilities. We have found the school system certainly to be a most usable kind of facility.

Senator HAWKINS. What is the cost of the program?

Ms. COOK. The cost of the program for the parent is dependent upon the subsidy that the parent may or may not have. We have a full fee, and a full fee for services would be, before and after school, is $18 a week.

Senator HAWKINS. $18 a week?

Ms. COOK. That is correct

Senator HAWKINS. That is before school and after?

Ms. COOK. That is before and after school, 5 days a week.

Senator HAWKINS. Does that cover the budget?

Ms Cook. Yes. It takes some good budget planning.

Senator HAWKINS. I would think so. We need you in Washington. You could work on the deficit.

Are the centers licensed?

Ms. COOK. Yes. Everyone of our centers are licensed and have been from the very time we first started.

Senator HAWKINS. This is the State—Florida has different licensing criteria for preschool and afterschool?

Ms. COOK. The State of Florida has different licensing for the different age levels. And Pinellas County also has different licensing because we do have the higher regulations in Pinellas County that are true in the State in general.

Senator HAWKINS. Yours are more stringent in the State?

Ms. COOK. Yes. Pinellas County's are more stringent, and our standards with the type of program that we are working on has even higher standards, so we are meeting high standards so that our program will have in number of adults and children higher than you will find in the large program because we are meeting higher standards.

Senator HAWKINS. What is the child to adult ratio?

Ms. COOK. For the preschool program for the 5-, 6-, and 7-year-olds, it is 1 to 18, and for the 8- to 11-, 12-year-old, it is 1 to 20.

Senator HAWKINS. How do you manage to hire staff for part-time positions like that?

Ms. COOK. This is a problem. The part-time staff is a phenomenon of school-age children that is very difficult to solve, and we intend to work very hard to develop something that helps us to meet that need. We are working with St. Petersburg Junior College and the University of South Florida, which are convenient to us, in trying to include students who are going into the education field, human service field, and kinds of fields that mean that they have some interest in the children. We also find that sometimes there are simply retired individuals who like to work on a part-time basis who really do not want to work on a full-time basis. And we find

part-time work, but they have no interest in full-time employment. So you need to be sure that you are reaching a population that wants part-time employment rather than full-time or you do not have any stability in your program.

Senator HAWKINS. Do you have mothers who have children in this program who work in the Latchkey Program?

Ms. COOK. Sometimes. That is one of the areas where we—from time to time we do have that happen.

Senator HAWKINS. Dr. Hoffman, I know you received favorable responses from the principals of participating schools because you said most schools want them.

Do they have any statistics showing difference in the school grades that the children who are in Latchkey Programs versus children who are not at Latchkey Programs?

Dr. HOFFMAN. I do not believe there is any statistics.

Senator HAWKINS. How about absenteeism?

Dr. HOFFMAN. I do not believe there is any information on that either. Basically what the principals have said as they talked to their teachers, the students accommodate themselves more through the educational program. One of the principals indicated to me that she had no problems with children who were in the Latchkey Program in her school. She said all the problems I have in my school I have none coming from kids in my school who attended the Latchkey Program.

Senator HAWKINS. You said it had a calming effect—calming effect on the children if they come to the preschool Latchkey.

Dr. HOFFMAN. Morning programs, yes.

I think, you know, one of the big problems that we find is a school goes very quickly. They have problems on the bus. When the kids get to school, if there has been some disruption or lack of supervision, that carries over into the educational program. The kids get to school in the morning at the Latchkey Program where they have had some structure rather than the parents leaving them for an hour or two before school starts, and when they come to school there is a calming time that has to occur before that child is ready to accommodate himself to the educational program. And the latest research shows that time on tact is very calming and in learning—beneficial to the learning of the child.

Senator HAWKINS. What about 100 school systems out of 50,000 participate in any school-age child care program? Do you have any words of encouragement how we can get school systems to participate? Why is Pinellas County so unique?

Dr. HOFFMAN. I do not know whether Pinellas County is unique. You know, I think we are supporting groups like HRS and the Juvenile Welfare Board to assist in the school system. It is kind of a cooperative effort. I do not know what word exists in my mind except that they would find that perhaps their achievements would go up and the disciplinary problems would go down, and the young aged children, if they have a problem, and I think you have to sell your principals on this and everything I can gather when I was introduced to this committee. The principals indicated to me it is a quality program. It really contributed to the efforts of the children.

Senator HAWKINS. I think that is really important because the one criticism we have is it is providing a babysitting service. And

all the testimony here that we see, the statistics show that—like cost-effectiveness really and just the safety aspect of the children, where they are, and also the productivity of the parents, if they are working, you know, and the children's safety—those would be the two best things that would sell it. But I had the criticism that they do not want to go into the babysitting business. I think your county or this county shows it is not a babysitting business.

Dr. HOFFMAN. One of the things my supervisor said to me when he looked at my remarks, he said you better say it is Latchkey, Inc., because he said there is Latchkey that may not have the standards and quality control. So he said be sure and tell the committee this is Latchkey, Inc., not just any Latchkey Program.

Senator HAWKINS. Not your run of the mill latchkey?

Mr. Mills, Pinellas County is unique in its concern for the welfare of the children by the planning of the Juvenile Welfare Board for the program serving children. That is quite unique.

Does the lack of a similar funding make—inhibit our counties' and communities' participation in the school-aged child care program in your opinion?

Mr. MILLS. I would say yes, not just in Florida but children around the country. The need for resources in general, the Government structure means you are comparing a latchkey program with the local sheriff's control and the legitimate concern of the Government not just in those areas but a series of different service needs, children tend to come out a very poor second.

Senator HAWKINS. If you were other communities in the process of putting together a successful task force for school-aged child care, what elements do you think are the most important?

Mr. MILLS. We mentioned the financial capability, but I think I would want to go back one step further and respond to one of Dr. Hoffman's answers to one of your questions.

I found Pinellas County to be unique because, number one, it has a full planning service; number two, that the existence of that capability has resulted in a spirit of cooperation and a common spirit of concern on behalf of the children. And while Dr. Hoffman might not believe that to be remarkable, I think it is remarkable and agree with you. You have a supportive attitude from the public school system, not just from this area but a whole host of agencies in the need of children. I think in addition to the funding capability is the planning capability, and while other communities may not have the same funding available to them, they should have some type of planning capability and that would be my first comment that the development of this service and the other services should be the community planning approach, should involve a wide range of agencies and providers. It should address public and voluntary. It should address the involvement of the private sector. We talk about the employer and the employer's benefit. I think one of the major changes that has occurred from the time Latchkey was started to the present is the growing awareness of employers regarding the impact of child care service to employers' greater acceptance of responsibilities for employees' assistance programs and various types of support to their employees that go beyond mere workplace related issues. So that would be one of my additional

suggestions, would be to involve the private sector and private sector employees from the beginning.

Third, I think the involvement of—particularly the elected officials and leadership's essential recognition of the problem and come up with a solution is somewhere down the road. They have been part of putting that package together. That sense of ownership, I think, will place that fiscal need priority above.

And, finally, it is a suggestion—is the final suggestion—observations are made is that when set up, sometimes there is a tendency to plan around the problem, and I think one of the things that was done with this program, as I reviewed the history, they sort of did things head on, not being smart enough to know they could not do it. They did it. And we could spend a lot of time and planning going around the problems, but sometimes they are solvable if people sit down and really work on them.

Senator HAWKINS. I know the Juvenile Welfare Board funds a number of worthwhile programs in Pinellas County dealing with missing children, which I have been involved in from the inception, and also other protection prevention activities. We have mentioned prevention. Those are hidden costs. In fact, on Monday I will be back in the county participating in the kickoff of the unveiling of the billboards for missing children—the local number to call for missing children. I feel that is a form of prevention, the faster we can find them. So I would say that you could regard your investment of school-aged child care as a form of prevention. Everybody here has mentioned it obliquely, but those costs are rather large when you look at the rehabilitation.

All of you have used this word in some way or another. I think maybe we can find the billboards. Here is what they look like. "Help Find The Children." And they would be billboards in this county on a trial basis to see what happens. As one of you said, there is so many children. You would have thought of a senior citizens center in Pinellas County. I told Senator Pell I am coming here to hold a hearing for children—Latchkey. They said who goes to school in St. Petersburg? They were quite surprised to find the number of children we have here.

Could you tell the percentage of Federal funds allocated through title XX? Was it 20 percent?

Ms. COOK. Right at 20 percent.

Senator HAWKINS. That goes to school age children?

Ms. COOK. We are presently funding through title XX, 107 per year, and the juvenile welfare is 324 children.

Senator HAWKINS. As compared to preschool, what percentage?

Ms. COOK. The remainder is spent in infant and preschool care.

Senator HAWKINS. And have you noticed any effect on low-income families whose children are enrolled in the school age child care program?

Ms. COOK. Yes, definitely. We see parents in—primarily who are able to get job training for the first time, to go to a vocational school, and obtain employment, and get off of assistance, which is the greatest advantage we see to the parent.

Senator HAWKINS. And in the Job Training Act which we passed, through the Labor and Resources Committee, I added that—child care, displaced homemakers, and transportation, because so many

women are in the marketplace, and have no transportation, and nobody to tend the children.

Has that been affected?

Ms. COOK. Yes, definitely.

Senator HAWKINS. We found one county who—I go from county to county, and ask, "Have you used that, is it effective."

Ms. COOK. The new program has been in effect since September.

Senator HAWKINS. JTPA?

Ms. COOK. The children have been placed through that, and child care.

Senator HAWKINS. That is good. I urge this county to keep good records, because we found in some counties they just put all the JTPA money bundled. They did not keep itemized statements of how it was spent. At the end of the year you really had trouble. So this county is unique. We will not have that problem. But I give you warning.

Thank you so much for your time here into this record, which we hope will help pass the Latchkey bill in the House.

[Short recess.].

Senator HAWKINS. Back on the record.

We will call first, who is with us today, the Honorable Hugh Glickstein, district court of appeal, West Palm Beach, the chairman of the American Bar Association section on family law and special task force on needs of children.

Welcome.

STATEMENTS OF HON. HUGH GLICKSTEIN, FOURTH DISTRICT COURT OF APPEAL, REPRESENTING THE AMERICAN BAR ASSOCIATION, WEST PALM BEACH, FL; KATIE KEENE, NATIONAL PARENT TEACHERS ASSOCIATION; AND EDITH BAYLISS, CAMPFIRE, INC., LAKELAND, FL

Judge GLICKSTEIN. Good morning, Senator.

Thank you very much.

For the record, I am Hugh Glickstein, an appellate judge of the district court of appeal in Florida, which is located in Palm Beach County, with jurisdiction over six Florida counties.

It is a great opportunity to be here today on behalf of the American Bar Association, and inform you and your subcommittee of that association's activities and ongoing support.

I have been asked to speak for the association because, as you indicated, I am chairman of the family law section's special task force on the needs of children. I also chair the Florida bar's Special Committee for the Needs of Children, which hopefully will become a prototype for state bar associations' childrens committees throughout the country, and has, in fact, become the prototype for other bar associations' children committees throughout Florida.

The American Bar Association highly commends your subcommittee for holding this hearing, and focusing national attention on the need for before and after school care for young school age children.

In August 1983, the house of delegates of our association, its policymaking body, approved a resolution which reads, in part:

Be it resolved, that the American Bar Association supports the increased availability of child care resources to families in need of such services at all income levels, including the expansion of such programs serving infants and school age children, the improvement of child care program quality and supporting services, and the maintenance of high standards for such programs, through appropriate statutory and regulatory requirements.

Our presence here today is a signal to your subcommittee to call on us for ongoing help. We join you in your dynamic response to a critical concern for Americans everywhere.

A basic point to be made here today is that the need for quality day care is a very critical problem for the majority of American families. Quality care is simply unavailable, except on a very limited basis and is priced beyond the means of many families.

It has recently been reported that available child care resources exist only for approximately one-half of the children needing care. Millions of families are forced daily to resort to informal, poorly supervised and sometimes hazardous child care arrangements. Other parents simply cannot afford the cost of day care, which generally ranges on the average from $25 to $75 per week.

Consequently, many children must care for themselves before and/or after school, while their single parent, or parents work. We know that there are between 1.8 million and 7 million school aged children who come home to an empty house, and are unsupervised during the intervening hours between school's release and their parents' return from work.

We can only postulate how many injuries, abductions, sexual assaults, and even deaths from fire, drownings, et cetera result from young children having to fend for themselves during these hours.

It does not take an expert to reach the additional conclusion that there is an adverse effect on these children, even if they escape physical harm, to be left alone and face the fear of entering an empty house, or wander in the streets, or fill the void by watching endless hours of television.

It is equally clear that where young children are left at home alone during the day, parents may well become involved in the State's child protective service agencies, with families sometimes brought before the court for alleged child neglect.

Consider the irony of an economically distressed parent. Not only must the parent suffer the frustration of not being able to find a source of care for the child, she now endures the indignity of being charged with child neglect.

Consider the further irony of costly governmental intervention in a retributable fashion, simply because there had been no assistance in a sensitive matter on the front end. This bill can help turn this national nightmare around. We should not forget that of all the confirmed cases of child maltreatment nationally, the largest single category, that is, over one-quarter of all child abuse and neglect cases, fall under the "lack of supervision" of children label. Many of these children are locked alone in their homes. Without S. 1531, because of the demographic information at hand, the nightmare will become more horrifying.

Let's talk about the statute. Without question, it will help reverse the growth of a number of Latchkey children by awarding grants for the development of before and after school child care

programs conducted in public school facilities for children ages 5 through 13.

Each public agency, or private nonprofit organization receiving a grant to set up a before and after school care program would have to establish a sliding-fee schedule to enable low-income parents to afford the school care services. All programs would have to comply with State and local licensing laws and regulations.

Furthermore, this bill would create a national clearinghouse on school age child care programs, which would provide the public with information on the availability of such programs, and provide technical assistance to other nonprofit organizations desiring to establish school age child care programs.

The American Bar Association wholeheartedly endorses all four facets of this legislation. We believe it encourages a simple and relatively inexpensive solution to one vital aspect of this Nation's child care needs.

How sufficient the $15 million appropriation will be to help develop enough after school programs to significantly reduce the incidence of latchkey children remains to be seen. According to the fact sheet of the bill developed by its sponsors, currently only slightly more than 100 of the 15,000 public school systems nationwide provide some sort of child care program. This means that 14,900 school systems may vie for this money. The amount of money that would trickle down to each individual program in the public school may not be enough to help with start up expenses and enable the programs to keep their fees at affordable rates.

It is essential that such programs be available to those least able to afford them. Nevertheless, some of the most important elements of this bill are the requirements of an equitable distribution of funds between inner-city, urban, suburban, and rural areas. The establishment of sliding-fee schedules, and the enrolling of racially, ethnically, and economically diverse and handicapped children.

Given our concerns over the cost of quality child care, we are particularly pleased that the bill will provide significant relief to low-income families, and we would like to see the bill go even further, by establishing minimum standards for the sliding-fee schedules.

We recognize that this legislation is not a panacea to the child care crisis we are now facing. We need to encourage the development of day care programs for infants, and toddlers, too, and we need to adopt these programs to a variety of parental needs.

We also need to examine employment policies and maternity leave policies, in light of the expanding number of mothers who are entering the labor force. Our States must also adopt their own school age child care statutes, a model for which has been established by the child care law center in San Francisco.

That is not the point, though. The point is that by the bill, you are lighting a candle in the darkness. In a world darkened by smugness and complacency, this bill is an example of the spirit with which all of us are born. The infant at birth is imbued with the human spirit of reason, courage, and sensitivity. That sensitivity is more often than not trampled.

As Oscar Hammerstein II wrote in South Pacific: "You have to be taught to hate and fear." A footnote to that is that you also

have to be taught to be smug, apathetic, and complacent. If happiness is truly feeling good about oneself, the Senate sponsors this bill should truly feel that.

My only hope that other national associations join us in actively supporting it and similar, creative, responsive, sensitive legislation. When Americans stand together, they stand the tallest. In joining hands to respond unequivocally to the needs of children, surely that is "The Right Stuff."

I close with this thought. It has been a personal joy in my life to experience: One, the company of creative upbeat adults, whose actions reflect sensitivity and commitment, and, two, the company of happy children whose lives are being enriched by these sensitive adults.

Thank you.

Senator HAWKINS. Thank you. It is a pleasure in trying to spread this joy nationwide. It is very difficult. We really have two Republican cosponsors on the bill, so I would say the ABA has its hands full.

There should be 100 Senators on this bill. I see no reason why we cannot get that. I had 88 Senators on the Missing Children Assistance Act.

Judge GLICKSTEIN. Please feel free to call on us.

Senator HAWKINS. You know, legal services, they were talking about abolishing that. The ABA was at the office every other day.

I would like to see you actively organize a walking task force to go from Senate office to Senate office to explain to the Senators that child care is not communism. This is a protection and education that would be controlled by the local people, and following this particular pattern here in Pinellas County. You are a very effective lobbyist, and I must commend you.

I like working with the American Bar Association. They have been very helpful in the missing children bill. We have an annual event in which we jointly report the number of missing children, per city, so that we can spur the attention of some cities that do not use the national computer yet. And I think that is done more for the use of the equipment that is available right now, than almost anything.

But by having larger cities left out, you know, it focuses on why do you not use it, because you have a big problem. So you really are a very effective advocacy group. And I commend you being involved in children's issues, but one of the difficulties that the members of these organizations tell me they have in starting these programs, and trying to establish school age child care programs are legal.

The problems are establishing nonprofit, tax exempt organizations, incorporating, meeting political licensing standards. Some of these are mind boggling to people, and citizens that have $27.90, and want to start one of these programs.

I was wondering how the ABA, in assisting some of these organizations in establishing child care centers——

Judge GLICKSTEIN. I think you can count on us in a two-pronged effort, Senator. Two days ago I presided in Washington over the organizational meeting of the Family Law Section, Task Force. And our goal is to—our goals are threefold, but in direct response to

your question, we really will not be satisfied with it until we see every local bar association with a children's committee, focusing on exactly what you are talking about, and we are going to make every effort to see that such is accomplished.

And I feel very confident that because of my face-to-face dialog with President Riley and President Shepherd of the ABA, and the chairman of the Family Law Section, that this will be done.

Senator HAWKINS. Thank you. We appreciate your help.

Ms. Katie Keene is from Tampa. Katie is a former president of the Florida Parent Teachers Association, currently serving in the National PTA as vice chairman of their legislative program committee.

Ms. Keene, do you have any comments for us, for the record?

Ms. KEENE. I certainly have, Senator Hawkins.

It is a pleasure to testify before you today in my own State, and particularly in Pinellas County. I think that we have established that Pinellas County has shown leadership in the area of their children. They always supported education with issues and with levying the millage that they needed. As they told you, they have more stringent child care licensing and practices than other communities in the State, and we have tried to protect that in our lobbying efforts in Tallahassee, to make sure that as we got child care for the rest of the State, that Pinellas County was not brought down in their standards.

We hope to have the whole State brought up to their standards. I wanted to thank you, too, on behalf of the National PTA, and for all the children, for the leadership role that you played in passing the Missing Children's Act. We were very strongly supportive of that, and recognized that it took a great deal of time and effort and commitment on your part, and we thank you for that.

The National PTA also thanks you for the opportunity to present our views on S. 1531, the School Facility Child Care Act. And we commend your interest in the health and protection of children.

As you have introduced me, I am Katie Keene, the former president of the Florida State PTA, and currently a consultant to the National PTA board of directors, and the board of the National PTA Legislative Program Committee. Of course, all of these are voluntary efforts, which, you know, we are not remunerated for in any way.

The National PTA is the Nation's largest child advocacy organization, representing over 5.3 million members, and 25,000 local unit PTA's, across all 50 States and in Europe.

I am like all of those PTA members everywhere. I began when my child was 5 years old, because I wanted to be a homeroom mother, and I wanted to be there when I knew that this child was going to excel, and I could get a chance to bask in the glory, in whatever she accomplished.

As time went on, I realized that if I was going to do things for my child, then I had to be involved in more than that local school. I had to be involved in the county level, and the school board policy. I had to be involved at the State level, influencing legislation there, and that brings us now to my involvement in the latchkey.

So that if we are going to be child advocates, we have got to be organized at every level, so that we can be involved in influencing policymaking for children.

Oh, and I might add, too, that even though this child is now 30 years old, and I feel as if I am being recycled, I have continued to be active. And it is paying off, because in September, in Dallas, I have a grandchild, and she is going to need child care facilities, because my daughter will be a single parent, and will have full responsibility, and will need someone to care for that child. And to think that it might not be available to her is more than a prospective grandparent can bear.

Recent statistics, as Mr. Glickstein has said, reflect changing stature of American families. Looking at my own family, the nieces and nephews involved there, who are in their childbearing years, 100 percent of those young people need child care facilities for their children that they are bringing into this world now. One hundred percent of our nieces and nephews need this help.

The June 1983 Congressional Budget Office study found that both parents were employed in almost 62 percent of two-parent households in 1980, and that in single parent households, 74 percent of the mothers are working. As a result, as many as 7 million school age children are without care or supervision for several hours each day, before and after school.

And the pain that I feel for these children reflects back to my years when I lost my mother at 7 years old, and I know the feeling of coming home to an empty house, with a latchkey around your neck, in the afternoon.

I cannot tell you how deeply as a parent I feel about having someone to care. If I could have stayed at school—I loved it—if I could have stayed there in the afternoon, and been secure, and had a program, it would have meant so much to my life.

These children face an increased risk of poor nutrition habits, early exposure to alcohol and drug abuse, fear and loneliness, and household accidents. Indeed, accidents are the major cause of death of school-aged children in our country.

Despite the obvious need for adequate child care programs, voluntary efforts by parents and other concerned community members, have only been able to generate programs in slightly more than 100 of the Nation's 15,000 school districts.

And I remember, just a little over 10 years ago, when in my county I was president of the county council of the PTA, we attempted to establish a latchkey program, in cooperation with other agencies, and we did not even have the problems that some of the other parents are facing, the legal problems. We were already well established as 501(c)(3) organizations.

We ran into other administrative problems, and many of these went back to an attitude on the part of the school administration that they owned the building, and that that building should not be used for other than what they were about. But these were the things that we could overcome with a little support from our Federal Government, a little funding, a little legislation that says it can and will be done. The school belongs to the people.

While the need for child care is urgent now, needs will be even greater in the future. Demographic projections indicate that young

children will increase by 14 percent, or 4.8 million, during this decade. As the number of single parent families grow, and increasing numbers of women into the work force, more children will be left unattended before and after school.

The National PTA believes the School Facilities Child Care Act is a first step in addressing this increasingly serious nationwide problem. A longstanding policy adopted by the National PTA board of directors espouses commitment to support Federal legislation to assist States in providing necessary public health and welfare services for children, youth, and families.

We appreciate the attention your committee has given this bill, and we commend the Senate cosponsors. As mentioned earlier, our organization believes S. 1531 is an important first step toward helping local communities provide needed child care programs.

Furthermore, the National PTA favors the concept of using existing school facilities for such programs. A position statement, first adopted in 1958, by the National PTA encourages the use of schools to meet community needs. Out of this we have seen many fine community school programs grow throughout the United States.

Schools provide the national environment for child care services. For example, children will be in familiar surroundings, among young people, with whom they associate with during the schoolday. Parents would not be burdened with having to transport their children to another location for child care, or risk having the child go home alone, to little or no supervision.

In addition, the National PTA believes using school facilities for child care may utilize surplus space in operating schools, may help to decrease vandalism, help to build parent support for schools, and it encourages greater partnerships between parents, school administrators, educators, and child care providers.

My husband has commented, many times, and he is in private industry, when he would drive by a school and see it closed at 3 o'clock in the afternoon, and in the summers, and in the evenings, that it was a waste of expensive capital outlays for those buildings not to be used beyond that time.

I think that with the establishment of community school programs, that we have begun to see this really change. We see our buildings open in the evening now, and on weekends, and in the summer. I think that that is a definite step in getting more community support from industry, from business and industry, for the use of our buildings.

S. 1531 contains several exemplary provisions which deserve our comments. First, included under section 5 is a provision requiring parental involvement in the development and implementation of child care programs. We believe that it is important that parents of children serve under this bill as well as PTA's involved in the use of the school facilities for other activities play a part in establishing a school-based child care program.

Several years ago, about 5 years, in fact, Duval County established, through their community school program, a child care program for after school. The Duval County Council and PTA was concerned that the program did more than just babysitting. They were involved in making the decision, or having influence on the decision about what the program would be. This program has contin-

ued in the schools that have demonstrated a need for a survey every year, and serves some—close to 1,000 children. This is 1,000 children out of those nearly 7 million, at least, can go to a program after school.

As a nonprofit organization, many local PTA's will welcome the opportunity to participate in operating child care programs, as prescribed under the bill.

Second, by providing for the establishment of a sliding fee scale, the bill reflects the reality that the often prohibitively high cost of adequate day care.

One major reason that the National PTA strongly supports this bill is that it makes it possible for even the most economically hardpressed families to obtain adequate child care.

The National PTA adopted policies encourage Federal legislation to assist such children on an equitable, means-tested, and needs basis.

In addition, we support those sections of the bill that would authorize a national needs assessment for collection of data. Such an assessment can provide important information as to the effectiveness of the program, and serve as a guide for further planning.

Parents will be particularly well served by the national clearinghouse that would be established under the bill. There currently is a dearth of information pertaining to programs and services available in this area.

While we strongly favor Senate passage of the School Facilities Child Care Act, we urge this subcommittee to consider two changes in the existing language.

First, we favor the funding authorization contained in H.R. 4193, the House companion bill. We believe the higher $30 million level of funding would more adequately respond to pressing local needs for child care, and I think Mr. Glickstein referred to this, too, in wondering once it trickles down to 50,000 local school districts, how much would each child actually get.

Second, the House bill recognizes that there are some school districts that legally preclude use of school facilities for such services. Until such times as those States would change their laws, or their statutes, to allow those schools to use those buildings, and I certainly think that is a direction we should take, that we should provide some flexibility in allowing those States to participate in this program.

We recommend, in cooperation of this provision, the Senate version of the bill. This would assure that parents in all communities would benefit from the Federal assisted program.

Again, the National PTA applauds your efforts in this behalf, and we thank you so much for your attention to the matter.

Senator HAWKINS. Thank you.

I appreciate your continuing involvement. Your experience does help us as far as the work inclusion of this program.

And now we turn to Edith Baylis, who is with the CampFire organization. Is CampFire Girls and CampFire Boys? Is that true?

Ms. BAYLIS. That is why we now call them CampFire, instead of CampFire Girls.

Thank you very much. I want to thank you for the opportunity to testify on behalf of this Senate bill 1531, and we would also like to commend you on your continued commitment to children.

This is an issue of special interest to myself, for two reasons. I have been a member of the work force for 10 years, but I just recently had a baby, and now I am myself a working mother, and going to have to be faced with the child care problems that face so many women today.

It is also important to CampFire, in that their issues are currently being studied by our local council in Lakeland, in a long-range planning committee.

I am past president of the Lakeland Sunshine Council, and also a current member of the local board and national board of directors of CampFire, Inc. I would like to tell you just a bit about CampFire.

Since you were a CampFire Girl, you probably are familiar with it, except it has changed in the last several years. CampFire is a not-for-profit national organization what was founded in 1910. Its purpose is to provide opportunities for youth to realize their full potential as responsible, selfdirected individuals. We have over 300 councils, which are chartered, and they serve 500,000 girls and boys, in nearly 35,000 communities.

We are here today to discuss increasing needs for child care for the many school-aged children who must fend for themselves while their parents are at work. The estimates of the number of children in this circumstance vary. But what does not vary is the fact that local CampFire councils have noticed a marked increase for the need of school-aged child care programs.

CampFire has responded by developing programs to meet these needs, especially the concerned parents, about the safety of their children. For example, over 25,000 children have been through CampFire, "I Can Do It" program, which is a self-reliance training program for children.

In the eight 1-hour sessions, the children learn how to handle and prevent emergencies, how to handle responsibilities at home, and how to deal with bullies, temptations, and getting lost.

Last fall, CampFire launched a crime prevention program for kindergarten and first grade children, called I Am Safe and Sure.

Here in Florida, both the Lakeland and north Florida CampFire councils, offer the I Am Safe and Sure and I Can Do It programs. These programs have been offered by the Lakeland Council to children, and also to adults through a mentally handicapped adult facility.

Lakeland's Council serves approximately 1,400 children, and over 300 have been through one of our self-reliance training programs.

Around the country, we are responding in a variety of other ways to the growing need for school-aged child care. In Anchorage, Alaska, the Council of CampFire conducts an after school program for 200 children in five schoools, with before-school care offered when it is needed.

In Washington, DC, the council conducts the Kid's Check In Club in Fairfax County, VA. While this is not school-based, the program was established in response to the needs of many families that could not find immediate and affordable school-aged child care.

The CampFire program has children aged 9 to 14, check in with home-based child care providers in the children's neighborhoods.

Current child care initiatives are helpful, but so far have been inadequate. For instance, the tax credits of child care are helpful to middle and upper income families, but they do not directly assist communities and service providers.

In title XX, social service funds are also a very important source for indirect Federal support for child care. But title XX funding is insufficient. Most communities are directing their title XX funds to preschool age children. There is some divergence of opinion over the incidents of mental and physical harm resulting from lack of supervision, boredom and isolation.

The national safety council does report that over 6,000 unattended children, aged 5 to 14, die each year from unintentional injuries.

A 1983 survey of child care arrangements among families in Virginia and Minnesota was conducted for the Department of Health and Human Services. The survey included families with children aged 5 through 14. This survey found that most parents of unattended school-aged children spent much time worrying about accidents with those children, and checking up on those children.

Fifty-nine percent of all mothers with children under 18 are now entering the work force. This percentage represents 18 million women whose needs for adequate and affordable child care services are largely unmet.

I would like to suggest that enactment of child care legislation may be one way to close the political gender gap. Ideally, we would like to see a commitment to a comprehensive child care program become a plank in both party's platform.

We are grateful to the sponsors of the School Facilities Child Care Act, to the subcommittee, and to the Senate children's caucus, which has helped to put a school-aged child care initiative on the agenda.

The School Facilities Child Care Act will serve children aged 5 to 13, and will help to provide a continuum of child care services for children at all age levels. The act will become an important addition to the community's range of available resources, and approaches to child care.

The use of already existing public school facilities can be a cost-effective approach. As a CPA, I am always concerned about fixed overhead and variable expenses. Obviously, the cost of the facility is fixed overhead, and we can allocate more programs to the facility and reduce the overall costs of each program.

These schools also have the unused classrooms and facilities that can be put to this productive use. In addition, school facilities—chairs and tables, restrooms, the drinking fountains—are the right sized facilities that we would need for this effort.

Equally important, a school-based child care program can help to improve the relationship between the school and the parents, which from time to time does suffer setbacks.

But most important, use of public school facilities as child care sites will benefit the many working parents who cannot leave their jobs during the day to accompany their children from school to child care facilities.

I think also it would cut down on the incidents of accidents. You would not have to worry about transportation. Even on schoolbuses and special buses, you have still got problems with accidents. This would eliminate that entirely.

We have several specific recommendations that we would like to present. One is the authorization level. We recommend that the authorization level be raised to at least $40 million. Estimates show that a typical after school program needs an average $20,000 in startup costs. At the established $15 million authorization level, that would only fund 750 new programs. Even if grantees were to provide 50 percent of funds from other sources, there would be startup money for only 1,500 new programs. This represents only a fraction of the Nation's public school systems or other persons who might want to establish programs.

We would like to recommend also that existing school-age child care programs be eligible for funds. Many good programs need some assistance to stay in operation, or to serve the children from families that are unable to pay.

We would also like to recommend that since some school districts may be unable to offer school facilities as child care sites, that community centers also be put in the bill—be authorized to make grants for the establishment of child care centers.

Senator HAWKINS. We have done that.

Ms. BAYLIS. Pardon?

Senator HAWKINS. We have done that. We have reached an informal agreement to parties to agree to that. I thought I would tell you that.

Ms. BAYLIS. Thank you.

Regarding licensing requirements, most State child care regulations are appropriate for only preschool-aged children, and we suggest that the bill be amended to provide the programs under the School Facilities Child Care Act need conform only to those regulations that are appropriate to school-aged children, so we do not have a system of too many checks and balances that are not really appropriate for the services.

We would also recommend that since there is a danger that school-based child care could become custodial, we would hope that the Secretary will be given direction to consider the quality of child care programs to be offered. Programs that meet the developmental needs of school-aged children by providing opportunities for learning, community service, and enrichment activity should get special consideration for funding.

We know that there are some Members of Congress who do not think that child care is a Federal issue. We would like them to remember that at one time highways were not a Federal issue, nor were wage and hour laws, or food and drug purity laws considered Federal issues.

But as our society evolved, so did our conception of the role of the Federal Government. We suggest to you today that our society is undergoing a demographic revolution in regard to two wage earner families and that our Federal policy must be responsive to the needs of this new aspect of our society.

I would also like to make a personal comment. As a CPA, I have done a lot of work with nonprofit groups both as a volunteer and as

a professional, and I understand the redtape involved. For example, it takes more than 9 months to get a 501(c)(3) exemption from the IRS, and normally there are not only the original application to be filed, but there are three or four different times that you must communicate with them and send in additional information. You are talking about a very long start up time just to get your application approved and back, as well as the redtape involved in filing local and Federal forms in regard to employment and in regard to keeping your 501(c)(3) status.

Remember that not every child care facility is going to be able to get all the services donated. We are talking about a substantial commitment just to get started.

Thank you very much.

Senator HAWKINS. Thank you all for your contribution to this record. I think we have developed a record that will not only support the bill, but approve the bill, and so thank you for your recommendations, and taking the time from your busy schedules, to help participate in this most worthy cause of funding and taking care of our children, our most valuable resources, and probably the most neglected at this point in history.

[The following material was submitted for the record:]

NATIONAL
ASSOCIATION
of
COUNTIES

440 First St. NW, Washington, DC 20001
202/393-6226

April 11, 1984

The Honorable Robert T. Stafford
Chairman, Senate Subcommittee
on Education
SH-625 Hart Senate Office Building
Washington, D.C. 20510

Dear Chairman Stafford:

At NACo's recent legislative conference, NACo's Human Resources Steering Committee expressed support for the School Facilities Child Care Act (S. 1531, H.R. 3978) and adopted a resolution in support of the Act. A copy of this resolution is enclosed.

NACo believes that a variety of child care situations -- including after-school care -- should be available to meet the needs of working parents. We believe that the School Facilities Child Care Act is a modest but important step in helping communities meet the needs of the estimated six million children, between the ages of 6 and 13, who are unsupervised when they return home after school. Not only will the children participating in these after-school programs benefit, but through the activities of the National Clearinghouse on School Age Child Care, all communities can learn about successful and innovative programs which can be replicated locally.

In the coming decade, families needing child care are expected to increase significantly as the number of children aged six to nine will increase by 10 percent and households headed by a single working parent are expected to increase by 57 percent. Child care needs are particularly acute for families below or near the poverty level who often must leave their children unattended or forego employment. The School Facilities Child Care Act is sensitive to the needs of poor families; payments would be on a sliding fee schedule which would allow for reduced or waived fees for children from low-income families.

The use of public school facilities as child-care sites will assist those parents who cannot leave their jobs during the day to accompany their children from school to child care facilities. It also encourages more efficient use of existing facilities.

NACo urges your subcommittee and the Family and Human Resources Subcommittee to take prompt and positive action on S. 1531 and recommend its passage to the full committee. We believe the School Facilities Child Care Act represents a sound investment in our nation's most precious resource -- our children.

Sincerely,

Matthew B. Coffey
Executive Director

Enclosure

MBC:aw

RESOLUTION IN SUPPORT OF THE SCHOOL FACILITIES CHILD CARE ACT

WHEREAS, the need for day care for the young school-aged child before school, after school, during school holidays, and during school vacations when parents must work, is a national problem; and

WHEREAS, approximately six million children, between the ages of six to thirteen, take care of themselves when they return home from school; and

WHEREAS, unsupervised children run physical and psychological risks, including accidents and feelings of loneliness and fear; and

WHEREAS, the number of existing child care programs designed to meet the needs of young school children for before - and after-school supervision are scarce, frequently filled to capacity, and often unable to subsidize care for children from families with limited financial resources; and

WHEREAS, the Federal Government has a role in the promotion of quality and adequate child care services which contribute to the well-being of children and families; and

WHEREAS, the use of the public school as the site for before - and after-school care offers effective utilization of existing resources; and

THEREFORE, BE IT RESOLVED, that the National Association of Counties recommends passage of congressional legislation to address this growing need.

Testimony of
The National Board, YWCA

Based upon the extensive experience of more than 50 of our Associations with latch-key programs of care for school age children, and upon the long-expressed conviction of the YWCA of the U.S.A. that excellent care for children must be provided to enable mothers to work and support their families, the National Board wishes to express strong support for S. 1531, which will significantly add to the nation's commitment to the welfare of children and families.

Our YWCA programs are all based on extensive community needs, none of them are able to meet all the needs for these programs in their communities, all are dedicated to the physical, mental and emotional growth and welfare of children of all races and backgrounds, and all express in their policies and programs the commitment of the YWCA to eliminate the evils of racism and sexism. Many of our programs operate in several facilities--not only on YWCA premises but in leased school facilities.

Tax credits for child care expenses do not help communities or service providers in setting up badly needed programs for school-age children, 59% of whom have working mothers. Funding under Title XX social services, while also extremely important, is used by communities mainly for pre-school programs, and in any case, is not sufficient to meet the needs of the numbers of children below 13 (variously estimated at between 2 million and 12 million) who must return to empty homes each day because their parents both work.

Poor families, large numbers of them headed by women, are finding it extremely hard to find quality child care which they can afford. On behalf of these women and their children, as well as on behalf of our own YWCA latch-key programs, which are seriously underfunded, the National Board of the YWCA asks your support of S. 1531 and authorization of the full $30 million to facilitate the development of child care programs for these school-age children.

One point we wish to emphasize is that the mothers in these families work because they must. To use one example out of many, all families served by the child care programs of the YWCA of El Paso, Texas, have incomes of under $5,000, and 75% are families in which both parents are employed. These figures do not differ materially from those in other YWCA latch-key programs. In the Watsonville, California, YWCA latch-key program, for example, 90% of the children come from families whose total income is between $5,000 and $10,000.

We urge that need of this magnitude, coupled with strenuous efforts to be self-supporting, be recognized and met by passage of S. 1531.

Helen R. Parolla, Coordinator
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HRP:ts
5/10/84

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TESTIMONY
OF THE
CHILD CARE LAW CENTER
IN
SUPPORT OF
S.1531
BEFORE THE SENATE SUBCOMMITTEE ON EDUCATION,
ARTS AND HUMANITIES

APRIL 27, 1984

Prepared By

Abby J. Cohen, Esq.
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A special project of the San Francisco Lawyers' Committee for Urban Affairs

INTRODUCTION

Mr. Chairman and Members of the Committee -- the Child Care Law Center wishes to extend our appreciation for this opportunity to provide testimony in support of S.1531, the "School Facilities Child Care Act."

The Child Care Law Center is the only legal services organization in the country exclusively dedicated to fostering and supporting child care options for families. The Center provides legal representation, consultation, educational publications and workshops to child care providers, advocates, local and national organizations, attorneys, employees, unions, and employers. The Center is built on a pro bono legal services model. As a part of the San Francisco Lawyers' Committee for Urban Affairs, a voluntary legal services organization, the Center calls upon volunteer attorneys who donate their time and expertise to Center clients and projects.

During 1984 the Center is working on national, state and local projects designed to further its goal of eliminating legal impediments to accessible, affordable, quality child care for all who need it. During the 1983-1984 year the Center has worked closely with the School Age Child Care Project of Wellesley, Massachusetts, to prepare a legal manual for public school administrators who seek to promote or operate school age child care programs in the public schools. In addition, it has worked very closely with legislators in California to develop school-age child care legislation at the state level.

S.1531 seeks to encourage the use of public school facilities before and after school hours for the care of school-age children. The Child Care Law Center hopes that the following discussion will illuminate why the bill is of vital importance to the economic and emotional well-being of working parents and their children and consequently worthy of your support.

I. Why Is Affordable, Quality School-Age Child Care Needed?

A whole constellation of factors, both economic and social, are contributing to the tremendous unmet need for school-age child care in this country. The briefest sketch of this economic and social terrain reveals:

* A dramatic rise in the numbers of mothers participating in the paid labor force. In 1981, 66% of the mothers with children ages six to thirteen, and 48% of the mothers with five year olds were in the paid labor force.[1] These percentages increase with each passing year.

* A staggering rise in the number of single parent families, particularly those headed by females. As of 1982, 14 million young people or 22% of all children under 18 were living in single parent families.[2] Indeed, fewer than half of all black children now live in two-parent families.[3] 19% of all families are female-headed.[4] These staggering figures are attributable in part to the steep rise in the number of divorces and the number of never married parents. Whatever the reason, the significant point is that meager or nonexistent child support awards[5] are forcing growing numbers of parents to shoulder the burden of raising their children on their own. These parents are increasingly being forced to make a choice no decent society should tolerate: to stay at home with their children and collect welfare (inadequate to meet their basic needs) or to seek employment to stave off dire poverty and leave their children home alone, thereby fostering the very conditions which could subject these parents to charges

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1 School-Age Child Care Project, School-Age Child Care: A Policy Report (Wellesley, 1983) p. 6.

2 U.S. Children and Their Families: Current Conditions and Recent Trends," Select Committee on Children, Youth and Families, House of Representatives, 1983, p. 13.

3 Id. p. 9.

4 Id. p. 6, p. 10.

5 Id. p. 20; "Child Support Frequently Not Paid," New York Times, July 8, 1983.

of child neglect.[6] There can be no question that increased labor force participation by single parents is the result of absolute economic necessity.

* A growing number of mothers employed full-time and in traditionally non-female jobs. Whereas many mothers once worked part-time or were employed in the traditionally female positions of nurses and teachers where work schedules coexisted more favorably with the schedules of school-age children, more mothers today work full time in jobs which begin before school hours and end closer to dinner time. Of the mothers of school-age children who work, 79% work full-time.[7] Particularly in many parts of the country where younger elementary school children attend abbreviated sessions of the full school day, this can mean children may spend upwards of six hours a day unattended.

* A significant disparity between the wages of working mothers and working fathers so that given the rise in female-headed households, growing numbers of working mothers are proportionately less able or unable to pay for child care even where child care exists, because it is too expensive. Even more disturbing are recent figures which indicate that the gap between female and male wages is widening.[8]

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6 "Death Focuses Attention on Youngsters Left Unattended," Los Angeles Times, March 21, 1983, p. I, Part II. Lawyers are often accused of spinning out the "parade of imaginary horribles." Unfortunately, the "choices" described are not imaginary. Just last year, a mother in Los Angeles was forced to make just this "choice." In order to support her family, this mother went to work despite a lack of affordable child care for her five year old son. For his protection, the mother locked her son in his bedroom. Unfortunately, a police officer, mistakenly believing the child to be a burglar, shot and killed the boy in his room. Charges against the mother for child neglect were ultimately dropped, but the case demonstrates just how desperate conditions have become. To deprive these parents of affordable child care when they are trying their best to provide for these same children is the real crime.

7 School-Age Child Care Project, School-Age Child Care: A Policy Report (Wellesley, 1983) p. 6.

8 "Women's Pay Lags Further Behind Men's," New York Times, January 16, 1984, p. I

* A decline in extended families, a decline in the size of families, and a decline in the number of nearby neighbors who themselves do not work which significantly decreases the availability of non-monetized child care. Fewer grandparents and relatives conceivably able to care for related children do so; many live quite far away, many have other responsibilities. Moreover, there exist fewer and fewer nearby neighbors who are able or willing to care for children on their block. Finally, the decreasing size of families has meant a decline in the number of children sufficiently mature enough to provide appropriate care for their younger siblings. All these factors have increased the need for monetized child care.

* A growing recognition of the dangers of leaving school-age children unattended. School-age children left alone suffer from fear, loneliness and boredom. Their fear is not unfounded given the growing dangers of violent crime in urban areas; one-third of all children now live in urban areas. Without adequate adult supervision, they may also be subjected to child abuse and sexual abuse. Moreover, without adult supervision school-age children are more likely to be victims of accidents, the leading cause of death in this age group. As a precautionary measure to avoid such dangers, many parents have restricted the activities of their children left home alone. But this may result in acute loneliness and/or boredom which may engender irreparable harm to their children's emotional and social development. Some children without playmates may become withdrawn, and others, left to their own devices may begin to engage in behaviors we associate with delinquency.

Many communities throughout the country have begun to assess the need for school-age child care and some have developed pioneering programs. Still, the number of affordable programs remain woefully deficient and as the "boomlet" of preschoolers begins to hit school-age, the current figure of some six million school children who return to empty houses after school will grow even larger. S.1531 responds to this growing need for school-age child care.

II. Why Do We Need Federal Involvement?

As just described, the amount of affordable quality school-age child care available at present is woefully inadequate. This is true despite a recognition that such care increases the job productivity of working parents by reducing the strain and anxiety they experience and gives children the type of nurturing environment essential to the development of a healthy and productive citizenry. If there is a fundamental objective common to all government obligations, it is in helping to ensure that our citizenry has equal opportunity to be productive and is able to participate in the democratic process. S.1531 strikes just the right balance in allocating responsibility between the government, the private sector and the individual. In so doing, a tripartite partnership has been forged which is bound to succeed.

S.1531 recognizes that:

The Federal Government:

* Does have the ultimate responsibility for ensuring that there is adequate access to care, while not necessarily responsible for the direct provision of child care.

* Is best able to ensure that the cost of achieving equitable access is spread fairly. National funding ensures that those without adequate financial resources obtain access to child care. Additionally, it ensures that the burden of providing access to care does not fall more heavily on certain regions of the country which may experience greater need. This is appropriate since we all stand to benefit from a more productive work force and well-cared-for children. S.1531 achieves this goal by requiring assurances that there be an equitable distribution of funds, both with respect to states and between inner city, urban, suburban, and rural areas, that applicants will provide for the establishment of sliding-fee schedules, and that applicants will seek to enroll racially, ethnically and economically diverse as well as handicapped school-age children.

* Has the unique ability to collect data necessary to assess overall need, to collect information on successful programs, to provide technical assistance and to widely disseminate the useful information it gathers.

The Private Sector and Parents

* Are equally, it not more important to the development of quality child care. By making grants to public and private agencies which promote parental involvement, S.1531 recognizes the diversity of needs and desires of working parents and capitalizes on the richness of these individual, cultural and geographical differences. The bill respects parental decision-making authority in the upbringing of children and allows private agencies to furnish the school-age child care services.

III. Why Is School-Based Care Appropriate?

S.1531 wisely focuses on the use of the public school as the site for before and after school care. While other alternatives may be feasible and desirable, no alternative offers such an effective use of existing resources. Some of the reasons why the use of public school facilities makes such eminently good sense include, but are not limited to, the following:

* Many public schools throughout the country currently have under- or unutilized space and facilities which are already school-age appropriate;

* Public schools are easily accessible to children throughout the community;

* Extended day programs at the public school site, whether before or after school, eliminate the need for transportation, one of the most intransigent problems in the provision of school-age child care;

* Extended day programs at the school site allow for easy integration of such programs with pre-existing extracurricular activities which may already occur on site, such as Girl Scouts, Boy Scouts, drama clubs, etc.;

* The unique configuration of public school resources for, expertise in, and familiarity with, children;

* Finally, schools have a vested interest in the development of high quality programs, for such programs may serve to enhance student achievement and decrease school vandalism caused by boredom and lack of supervision.

For all of these reasons, we urge your support of S.1531. This bill would go far to support the economic and emotional well-being of both working parents and their children. S.1531 is a small price to pay when one considers the long-term costs over six million children ages 5 to 13 are currently paying each day when they return to empty houses, retreating into closets, experiencing life-threatening emergencies, and seeking solace from their television sets.

Senator HAWKINS. At this time we will close the record.
Thank you.
[Whereupon, at 12:10 p.m., the subcommittee was adjourned.]

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